

GAO

Fact Sheet for the Chairman,
Committee on Education and Labor,
House of Representatives

February 1990

DISLOCATED WORKERS

Expenditures Under Title III of the Job Training Partnership Act





United States
General Accounting Office
Washington, D.C. 20548

Human Resources Division

B-223485

February 23, 1990

The Honorable Augustus F. Hawkins
Chairman, Committee on Education and Labor
House of Representatives

Dear Mr. Chairman:

On January 31, 1990, we briefed your staff on our work related to your request for information on state spending patterns for dislocated worker assistance under title III of the Job Training Partnership Act (JTPA) and the Economic Dislocation and Worker Adjustment Assistance Act (EDWAA). As agreed with your staff, we are providing you this fact sheet, which summarizes our preliminary information on four issues:

- state title III spending patterns,
- costs per participant,
- expenditures related to the transition to EDWAA, and
- allocation and spending patterns related to the Secretary of Labor's discretionary fund.

In developing this information, we used allotment and expenditure data for program years (PY) 1985-88.¹ This information was obtained from the Department of Labor semiannual reports on the title III program and from other Labor data on title III expenditures. Although we did not verify the accuracy of the reported data, we discussed our use of this data with Labor officials. They did visit some states and reviewed their financial reporting systems to ensure that states had adequate support for the reported data. As we continue our work related to your request, we will assess how the funds were used to assist program participants in a sample of states.

JTPA title III provides funds to states for programs tailored to the specific needs of workers who have been laid off or have received notice of layoff as a result of a mass layoff or the permanent closure of a plant or facility. States may administer the program through existing state agencies or distribute funds to service delivery area/private industry councils, other community-based organizations, educational institutions, unions, or employers to assist dislocated workers. Title III provides assistance in the form of training, job placement activities, relocation assistance, and supportive services (such as child care and transportation) while in training.

¹Program years are from July 1 through June 30.

In 1988, the Congress enacted EDWAA to replace the original title III program and improve the reemployment assistance provided to dislocated workers. Changes brought about by EDWAA include: (1) new procedures for allocating funds to the local level, (2) establishment of state rapid response teams, (3) increased emphasis on skill training, and (4) limitations in the amount of funds that states can carry over from one year to the next.

From October 1982 through June 1989, \$1.2 billion in federal funds have been made available for the title III program. Under the act at least 75 percent of these funds were to be allocated to states using a formula based on the relative number of unemployed workers. The other 25 percent are reserved for allocation to states at the discretion of the Secretary of Labor. Starting in program year 1989, EDWAA revised the percentage of funds to be allocated by formula to 80 percent, with the remaining 20 percent reserved for allocation at the Secretary's discretion. (See app. I for a breakdown of allotments between formula and discretionary funds for PY 1985-88.)

Title III Spending Patterns

As shown in table 1, despite differences in the amounts of funds allotted for title III, expenditures were relatively consistent from PY 1985 through 1987—averaging about \$185.6 million per year. However, in PY 1988 the amount of funds spent jumped by 43 percent—from \$172.4 million in PY 1987 to \$246.5 million. This occurred after enactment of EDWAA, which limited the amount of formula-allotted funds that can be carried over from one year to the next. (See app. II for expenditures by state for PY 1985-88.)

Table 1: Title III Allotments and Expenditures

Dollars in millions				
	Program year ^a			
	1985	1986	1987	1988
Carry in ^b	\$177.4	\$209.7	\$102.0	\$122.1
Allotment ^c	222.2	95.5	195.6	287.2
Total available	399.6	305.2	297.6	409.3
Total expenditures^d	\$189.9	\$194.5	\$172.4	\$246.5
Unexpended balance^e	\$209.7	\$110.7	\$125.2	\$162.8

^aProgram year is from July 1 to June 30.

^bCarry in is money carried over from previous year.

^cAllotment includes all formula and discretionary funds.

^dAs states update their expenditure data these numbers may change slightly.

^eNot all of the unexpended balances were carried into the next year; some funds were deobligated.

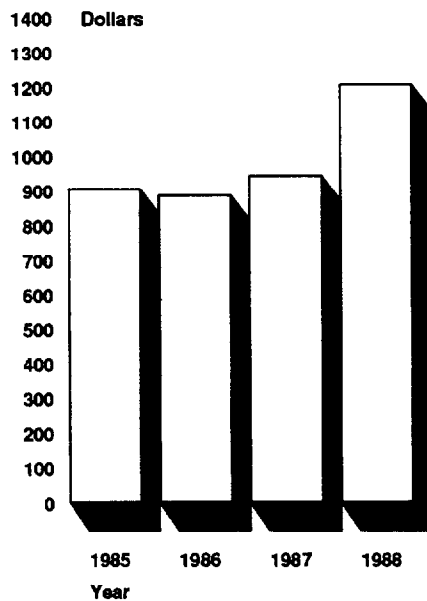
The increase in spending was particularly pronounced in certain states. For example, California spending for dislocated worker assistance under title III rose 110 percent—from \$13.6 million in program year 1987 to \$28.7 million in 1988. Similarly, Colorado, North Dakota, South Carolina, and Wyoming all increased their spending by more than 100 percent. (Percentage change in spending levels for each state are shown in app. III.)

As Spending Increased, So Did the Cost Per Participant

As states increased their spending for dislocated worker assistance, the cost per participant increased by 28 percent—from an average of \$940 in PY 1987 to \$1,200 in 1988. (See fig. 1.) Overall, 39 states showed an increase in the cost per participant from PY 1987 to 1988. In some states, these increases were quite large. From PY 1987 to PY 1988, 9 states increased their cost per participant by at least 50 percent. For example, in Texas the cost per participant increased by 51 percent—from \$1,090 in PY 1987 to \$1,650 in PY 1988.

Figure 1

GAO Cost Per Participant



We also noted considerable differences in the cost per participant from one state to another. The PY 1988 costs ranged from \$450 in Kentucky to a high of \$2,600 in California. We could not determine from our analysis the extent to which these differences are related to differences in services provided to participants or local economic conditions. (The cost per participant for each state is shown in app. IV.)

Expenditures for Transition From JTPA to EDWAA

The Department of Labor allowed states to use limited amounts of their PY 1988 funds to facilitate implementation of changes in dislocated worker assistance brought about by EDWAA, as noted earlier. In some instances these costs appeared relatively large. For example, Ohio reported spending \$3.5 million, or about 26 percent of its PY 1988 formula allotted funds, for transition activities. Eleven states spent more than 10 percent of their PY 1988 allocation for transition activities. (See app. V for the transition costs reported for each state.)

Discretionary Fund Allocation and Spending Patterns

In addition to the funds allocated to states by formula, a portion of the title III funds are reserved for allocation to states at the discretion of the Secretary of Labor. These discretionary funds may be used to aid individuals who are affected by mass layoffs, natural disasters, or federal government actions (such as the relocation or closure of facilities). To receive discretionary funds, states must submit to Labor specific proposals, which are evaluated for merit and need. As shown in figure 2, some states have received a much higher proportion of discretionary funds compared with the proportion of funds allocated to them by formula.

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States appear to be spending discretionary funds at a slower rate than formula funds. For example, as of the beginning of program year 1989, states had spent about 50 percent of their discretionary funds from PY 1987 and about 10 percent from PY 1988. (See app. VII.) In contrast, states reported that they had spent virtually all of their PY 1987 formula funds and 73 percent of their PY 1988 formula funds. Labor officials explained that some of the delay in the spending of PY 1988 discretionary funds is due to delays in allocating funds to states. In some cases discretionary funds were not given to states until near the end of the program year.

Copies of this fact sheet are being sent to the Secretary of Labor and other interested parties. Please call me on (202) 275-1793 if you or your staff have any questions about this fact sheet. Other major contributors are listed in appendix VIII.

Sincerely yours,

A handwritten signature in cursive script that reads "Franklin Frazier".

Franklin Frazier
Director, Education
and Employment Issues

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Abbreviations

EDWAA	Economic Dislocation and Worker Adjustment Assistance Act
JTPA	Job Training Partnership Act
PY	program year

Allocations and Expenditures for JTPA Title III Dislocated Worker Assistance, PY 1985-88

Dollars in millions

	Program year ^a			
	1985	1986	1987	1988
Carry in ^b	\$177.4	\$209.7	\$102.0	\$122.1
Formula allotment	166.8	71.6	149.6	215.4
Discretionary allotment	55.4	23.9	46.0	71.8
Total available	399.6	305.2	297.6	409.3
Total expenditures^c	\$189.9	\$194.5	\$172.4	\$246.5
Unexpended balances^d	\$209.7	\$110.7	\$125.2	\$162.8

^aProgram year is from July 1 to June 30.^bCarry in is money carried over from previous year.^cAs states update their expenditure data these numbers may change slightly.^dNot all of the unexpended balance were carried into the next year; some funds were deobligated.

State Expenditures for PY 1985-88

Dollars in thousands

	Program year			
	1985	1986	1987	1988
U.S. Total^a	\$189,924	\$194,483	\$172,369	\$246,525
Alabama	5,893	4,647	4,118	5,610
Alaska	552	508	928	1,148
Arizona	1,635	1,432	1,670	2,593
Arkansas	1,231	1,479	1,524	2,737
California	17,242	15,199	13,640	28,654
Colorado	1,753	2,377	1,981	4,120
Connecticut	1,031	784	1,278	1,560
Delaware	288	232	190	239
District of Columbia	831	439	486	670
Florida	4,420	5,804	3,648	3,043
Georgia	3,688	2,799	3,192	5,371
Hawaii	277	301	428	782
Idaho	1,205	962	933	1,665
Illinois	12,655	12,898	10,797	12,604
Indiana	9,038	6,564	5,034	6,282
Iowa	2,245	2,214	2,831	4,237
Kansas	1,437	1,719	1,299	2,074
Kentucky	2,737	4,386	4,287	5,634
Louisiana	1,778	4,787	5,554	9,923
Maine	1,690	1,423	726	451
Maryland	2,663	1,808	1,757	1,570
Massachusetts	5,800	4,743	2,711	2,809
Michigan	14,624	12,072	8,307	21,632
Minnesota	4,136	3,780	3,247	3,694
Mississippi	2,276	2,328	2,759	3,472
Missouri	2,301	3,305	2,589	3,810
Montana	778	963	1,026	1,375
Nebraska	1,041	834	620	860
Nevada	836	706	467	925
New Hampshire	397	639	420	296
New Jersey	4,902	4,829	3,882	3,845
New Mexico	1,172	1,027	1,315	2,372
New York	10,518	16,529	14,078	15,755
North Carolina	3,273	2,669	2,124	3,028

(continued)

Appendix II
State Expenditures for PY 1985-88

	Program year			
	1985	1986	1987	1988
North Dakota	246	464	586	1,215
Ohio	11,798	12,329	9,154	11,468
Oklahoma	2,405	2,994	2,407	4,678
Oregon	4,661	2,980	3,003	3,187
Pennsylvania	9,565	10,734	9,324	13,170
Rhode Island	750	925	800	535
South Carolina	2,779	2,006	1,325	2,674
South Dakota	296	573	392	492
Tennessee	3,572	4,127	4,247	7,250
Texas	8,012	6,680	9,790	18,838
Utah	2,859	3,239	685	1,266
Vermont	270	148	287	239
Virginia	1,993	2,148	2,991	2,292
Washington	5,384	5,537	3,747	4,965
West Virginia	3,054	4,326	3,185	3,255
Wisconsin	3,925	3,897	4,290	6,434
Wyoming	145	320	309	821

^aThe U.S. total includes expenditures for territories and possessions not shown below.

Changes in Spending Levels From Year to Year

Figures are percentages

	Program year		
	1985 to 1986	1986 to 1987	1987 to 1988
U.S. total	2.4	-11.4	43.0
Alabama	-21.2	-11.4	36.2
Alaska	-8.0	82.7	23.7
Arizona	-12.4	16.6	55.3
Arkansas	20.2	3.0	79.6
California	-11.9	-10.3	110.1
Colorado	35.6	-16.7	108.0
Connecticut	-24.0	63.1	22.0
Delaware	-19.4	-18.0	25.5
District of Columbia	-47.2	10.7	37.9
Florida	31.3	-37.2	38.3
Georgia	-24.1	14.0	68.3
Hawaii	8.6	42.1	82.7
Idaho	-20.2	-3.0	78.5
Illinois	1.9	-16.3	16.7
Indiana	-27.4	-23.3	24.8
Iowa	-1.4	27.9	49.6
Kansas	19.6	-24.4	59.7
Kentucky	60.2	-2.3	31.4
Louisiana	169.2	16.0	78.7
Maine	-15.8	-49.0	-38.0
Maryland	-32.1	-2.8	-10.7
Massachusetts	-18.2	-42.9	3.6
Michigan	-17.5	-31.2	40.0
Minnesota	-8.6	-14.1	13.8
Mississippi	2.3	18.5	25.8
Missouri	43.7	-21.7	47.1
Montana	23.8	6.5	34.0
Nebraska	-19.8	-25.7	38.8
Nevada	-15.6	-33.9	98.2
New Hampshire	60.9	-34.3	-29.6
New Jersey	-1.5	-19.6	-1.0
New Mexico	-12.3	28.0	80.4
New York	57.1	-14.8	11.9
North Carolina	-18.5	-20.4	42.5
North Dakota	88.9	26.1	107.4

(continued)

Appendix III
Changes in Spending Levels From Year
to Year

	Program year		
	1985 to 1986	1986 to 1987	1987 to 1988
Ohio	4.5	-25.8	25.3
Oklahoma	24.5	-19.6	94.3
Oregon	-36.1	0.8	6.1
Pennsylvania	12.2	-13.1	41.2
Rhode Island	23.2	-13.5	-33.1
South Carolina	-27.8	-34.0	101.9
South Dakota	93.8	-31.7	25.5
Tennessee	15.5	2.9	70.7
Texas	-16.6	46.5	92.4
Utah	13.3	-78.9	84.8
Vermont	-45.3	94.2	-16.8
Virginia	7.8	39.2	-23.4
Washington	2.8	-32.3	32.5
West Virginia	41.6	-26.4	2.2
Wisconsin	-0.7	10.1	50.0
Wyoming	120.2	-3.2	165.4

Cost Per Participant for PY 1985-88

	Program year			
	1985	1986	1987	1988
U.S. total	\$904	\$886	\$941	\$1,205
Alabama	1,594	1,731	1,743	1,517
Alaska	1,408	799	1,184	1,204
Arizona	590	849	908	1,143
Arkansas	576	571	918	945
California	1,537	1,626	2,005	2,636
Colorado	780	596	540	861
Connecticut	1,750	2,118	1,855	1,656
Delaware	329	297	332	568
District of Columbia	735	444	573	708
Florida	1,688	1,211	1,585	1,877
Georgia	2,127	1,478	1,084	1,066
Hawaii	219	238	381	720
Idaho	1,457	1,057	906	1,303
Illinois	692	624	637	951
Indiana	1,325	1,020	1,211	1,262
Iowa	680	748	704	917
Kansas	987	1,122	619	929
Kentucky	348	376	400	451
Louisiana	724	1,039	1,185	1,694
Maine	1,332	882	550	677
Maryland	883	568	704	561
Massachusetts	678	517	709	654
Michigan	1,324	1,367	1,070	1,466
Minnesota	737	551	675	826
Mississippi	759	854	1,121	1,351
Missouri	496	526	484	690
Montana	800	839	826	1,120
Nebraska	780	1,006	1,148	1,216
Nevada	812	1,239	1,380	1,907
New Hampshire	1,068	2,274	2,000	1,740
New Jersey	416	338	366	649
New Mexico	1,057	731	1,340	1,177
New York	1,473	1,707	1,922	1,991
North Carolina	410	572	626	683
North Dakota	1,358	1,595	1,160	1,363
Ohio	985	1,007	896	868

(continued)

Appendix IV
Cost Per Participant for PY 1985-88

	Program year			
	1985	1986	1987	1988
Oklahoma	766	885	798	1,061
Oregon	1,642	1,255	1,534	1,328
Pennsylvania	751	1,119	1,113	1,505
Rhode Island	2,352	1,291	1,281	1,143
South Carolina	609	610	793	614
South Dakota	652	1,118	984	1,042
Tennessee	1,174	1,280	1,114	1,385
Texas	899	696	1,093	1,654
Utah	2,046	1,577	988	1,545
Vermont	1,619	1,826	2,144	2,173
Virginia	460	536	618	592
Washington	898	1,246	1,132	1,219
West Virginia	885	1,787	992	1,600
Wisconsin	878	907	997	1,064
Wyoming	1,252	1,460	1,279	2,178

Expenditures for Transition From JTPA Title III to EDWAA

State	Transition costs	Transition as percent of PY 1988 allotment
Alabama	a	
Alaska	a	
Arizona	\$194,738	6.87
Arkansas	74,479	2.73
California	1,516,000	7.62
Colorado	84,452	2.14
Connecticut	81,355	8.00
Delaware	27,715	14.31
District of Columbia	a	
Florida	1,362,924	21.90
Georgia	380,640	11.09
Hawaii	a	
Idaho	a	
Illinois	197,840	1.46
Indiana	96,812	2.06
Iowa	b	
Kansas	104,788	7.96
Kentucky	708,778	13.94
Louisiana	0	0.00
Maine	a	
Maryland	a	
Massachusetts	a	
Michigan	192,680	1.62
Minnesota	85,000	3.68
Mississippi	213,371	5.03
Missouri	a	
Montana	a	
Nebraska	95,323	12.05
Nevada	150,626	21.89
New Hampshire	55,963	25.01
New Jersey	a	
New Mexico	135,129	7.20
New York	350,689	3.33
North Carolina	464,212	16.43
North Dakota	15,029	4.04
Ohio	3,500,000	26.23
Oklahoma	0	0.00
Oregon	217,378	8.14

(continued)

Appendix V
Expenditures for Transition From JTPA Title
III to EDWAA

State	Transition costs	Transition as percent of PY 1988 allotment
Pennsylvania	25,000	0.28
Rhode Island	0	0.00
South Carolina	86,061	3.58
South Dakota	^a	
Tennessee	254,446	5.41
Texas	2,536,913	11.44
Utah	0	0.00
Vermont	^b	
Virginia	^a	
Washington	576,732	11.09
West Virginia	167,026	5.18
Wisconsin	241,000	5.77
Wyoming	28,687	4.28

^aTransition costs for these states was not available.

^bTransition costs not broken out from administrative costs.

Comparison of Formula and Discretionary Fund Allocations by State for PY 1985-88

	Formula		Discretionary		Ratio of discretionary to formula ^b allocation
	Sum of PY 85-88 Allotment	Percent of U.S. total	Sum of PY 85-88 allotment	Percent of U.S. total	
U.S. total^a	\$585,941,220	100.00	\$190,934,034	100.00	1.00
Alabama	14,880,200	2.54	5,118,835	2.68	1.06
Alaska	2,058,534	0.35	1,012,486	0.53	1.51
Arizona	6,096,053	1.04	1,986,616	1.04	1.00
Arkansas	6,623,423	1.13	705,447	0.37	0.33
California	60,117,530	10.26	7,811,957	4.09	0.40
Colorado	7,383,319	1.26	1,831,199	0.96	0.76
Connecticut	3,239,244	0.55	2,138,852	1.12	2.03
Delaware	811,092	0.14	100,000	0.05	0.38
District of Columbia	2,048,400	0.35	350,000	0.18	0.52
Florida	17,688,915	3.02	2,197,879	1.15	0.38
Georgia	9,608,049	1.64	5,960,225	3.12	1.90
Hawaii	1,295,672	0.22	814,120	0.43	1.93
Idaho	2,710,576	0.46	2,478,352	1.30	2.81
Illinois	39,418,380	6.73	12,248,733	6.42	0.95
Indiana	15,317,379	2.61	7,431,814	3.89	1.49
Iowa	7,124,907	1.22	8,178,146	4.28	3.52
Kansas	3,434,145	0.59	3,549,795	1.86	3.17
Kentucky	13,198,219	2.25	2,456,850	1.28	0.57
Louisiana	20,785,151	3.55	3,027,203	1.58	0.45
Maine	1,739,659	0.30	1,387,500	0.73	2.45
Maryland	5,407,271	0.92	1,011,224	0.53	0.57
Massachusetts	6,282,067	1.07	8,433,386	4.41	4.12
Michigan	36,438,654	6.22	9,912,205	5.18	0.83
Minnesota	7,780,245	1.33	5,541,640	2.90	2.19
Mississippi	10,313,822	1.76	3,059,170	1.60	0.91
Missouri	11,343,772	1.94	2,111,320	1.10	0.57
Montana	2,294,976	0.39	1,540,623	0.81	2.06
Nebraska	2,085,976	0.36	1,622,051	0.85	2.39
Nevada	2,370,590	0.40	202,819	0.11	0.26
New Hampshire	736,889	0.13	567,465	0.30	2.36
New Jersey	11,753,400	2.01	2,584,200	1.35	0.67
New Mexico	4,304,755	0.73	1,227,636	0.64	0.88
New York	35,447,030	6.05	13,117,643	6.86	1.14
North Carolina	9,742,476	1.66	2,528,704	1.32	0.80

(continued)

Appendix VI
Comparison of Formula and Discretionary
Fund Allocations by State for PY 1985-88

	Formula		Discretionary		Ratio of discretionary to formula^b allocation
	Sum of PY 85-88 Allotment	Percent of U.S. total	Sum of PY 85-88 allotment	Percent of U.S. total	
North Dakota	997,384	0.17	2,360,180	1.23	7.26
Ohio	38,839,183	6.63	9,173,047	4.80	0.72
Oklahoma	9,051,536	1.54	3,892,372	2.04	1.32
Oregon	8,750,886	1.49	4,337,744	2.27	1.52
Pennsylvania	32,343,248	5.52	6,654,391	3.48	0.63
Rhode Island	1,200,484	0.20	1,984,718	1.04	5.07
South Carolina	6,975,958	1.19	408,192	0.21	0.18
South Dakota	706,018	0.12	1,375,000	0.72	5.98
Tennessee	13,505,507	2.30	2,206,668	1.16	0.50
Texas	43,997,199	7.51	4,150,000	2.17	0.29
Utah	2,854,870	0.49	1,899,461	0.99	2.04
Vermont	644,114	0.11	528,486	0.28	2.52
Virginia	6,661,811	1.14	2,781,358	1.45	1.28
Washington	13,887,431	2.37	7,119,374	3.72	1.57
West Virginia	9,597,366	1.64	5,173,681	2.71	1.65
Wisconsin	12,625,254	2.15	12,357,390	6.46	3.00
Wyoming	1,422,201	0.24	285,877	0.15	0.62

^aThe U.S. total includes expenditures for territories and possessions not shown below.

^bThis ratio is calculated as the percent of total U.S. discretionary funds received by a state divided by the percent of total formula funds received by that state.

Spending Rates for Discretionary Funds for PY 1987 and PY 1988 as of the Beginning of PY 1989

Figures are percentages

	Program year	
	1987	1988
U.S. total	48.1	10.0
Alabama	55.6	9.2
Alaska	^a	0
Arizona	35.7	0
Arkansas	^a	14.0
California	^a	0
Colorado	^a	0
Connecticut	56.8	0
Delaware	^a	0
District of Columbia	^a	0
Florida	96.1	4.7
Georgia	32.5	0
Hawaii	55.1	0
Idaho	81.7	15.5
Illinois	75.1	2.6
Indiana	74.7	17.4
Iowa	67.2	6.3
Kansas	77.9	3.2
Kentucky	76.1	0
Louisiana	6.7	0
Maine	^a	0
Maryland	^a	0
Massachusetts	77.0	30.5
Michigan	29.7	5.9
Minnesota	59.4	19.0
Mississippi	0.6	0
Missouri	60.0	0
Montana	100.0	22.2
Nebraska	65.0	0
Nevada	^a	16.8
New Hampshire	31.8	0
New Jersey	74.8	25.6
New Mexico	^a	0
New York	62.0	8.8
North Carolina	28.0	0
North Dakota	54.5	0

(continued)

Appendix VII
Spending Rates for Discretionary Funds for
PY 1987 and PY 1988 as of the Beginning of
PY 1989

	Program year	
	1987	1988
Ohio	9.5	13.4
Oklahoma	77.6	0
Oregon	44.1	9.9
Pennsylvania	56.3	0
Rhode Island	68.2	0
South Carolina	^a	0
South Dakota	22.5	31.0
Tennessee	^a	0
Texas	76.1	98.5
Utah	^a	12.6
Vermont	^a	0
Virginia	13.9	2.5
Washington	0.7	48.8
West Virginia	1.4	0
Wisconsin	60.0	5.1
Wyoming	85.9	0

^aNo discretionary funds received in PY 1987.

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Related GAO Products

Job Training Partnership Act: Youth Participant Characteristics, Services, and Outcomes (GAO/HRD-90-46BR, Jan. 24, 1990).

Dislocated Workers: Labor-Management Committees Enhance Reemployment Assistance (GAO/HRD-90-3, Nov. 21, 1989).

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